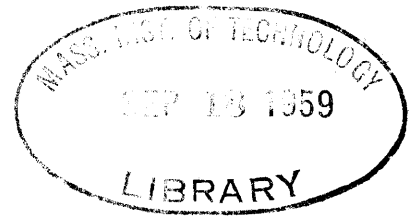


A CITY HALL FOR BOSTON



by

Robert Lee Ziegelman  
B. of Arch. University  
of Michigan (1958)

SUBMITTED IN PARTIAL FULFILLMENT  
OF THE REQUIREMENTS FOR THE DE-  
GREE OF MASTER IN ARCHITECTURE  
AT MASSACHUSETTS INSTITUTE OF  
TECHNOLOGY. AUGUST, 1959

by

Robert L. Ziegelman '

to

Lawrence B. Anderson

Head of Department

81

. . . . ABSTRACT

The purpose of this thesis is the comprehensive design of a new City Hall for Boston, Massachusetts; with attention given to the relationship of the building to the city of Boston as a symbol of its government; the relationship of building to site; functional relationship of activities with-in the building; and the development of the space with-in and around the building as a means of creating monumentality.

The City Hall will be part of the new Government Center Project which will include a federal office building, a state office building, and proposals for private development.

The building and site will cost approximately \$20,000,000 and is located between Hanover, Washington, Court, and Cornhill Streets in downtown Boston.

The site includes mass transit stations at Scollay, Haymarket, and Adams squares; a bus station at Hanover and Congress Streets; and parking for one-hundred and fifty automobiles.

There are three major components in this City Hall: public access areas, council chamber and related government activities, and government office space. Because of the irregular characteristic of the site, and proposed valley of low buildings in this area; the City Hall shall be a six story, circular building.

241 Beacon Street  
Boston, Massachusetts  
August 24, 1959

Pietro Belluschi, Dean  
School of Architecture and Planning  
Massachusetts Institute of Technology  
Cambridge, Massachusetts

Dear Dean Belluschi:

In partial fulfillment of the requirements  
for the degree of Master in Architecture,  
I herewith submit my thesis - A CITY HALL  
FOR BOSTON.

Respectfully yours,

Robert L. Ziegelman

## TABLE OF CONTENTS

TITLE PAGE. . . . .	i
ABSTRACT. . . . .	ii
LETTER OF SUBMITAL. . . . .	iii
TABLE OF CONTENTS. . . . .	iv

DEVELOPMENT OF BOSTON . . . . .	2
CITY GOVERNMENT OF BOSTON . . . . .	5
GOVERNMENT CENTER PROJECT . . . . .	17
BUILDING PROGRAM. . . . .	26
Relationship of Main Spaces. . . . .	28
Space Requirements . . . . .	32
Site Analysis. . . . .	38
Objectives . . . . .	44
Approach . . . . .	46

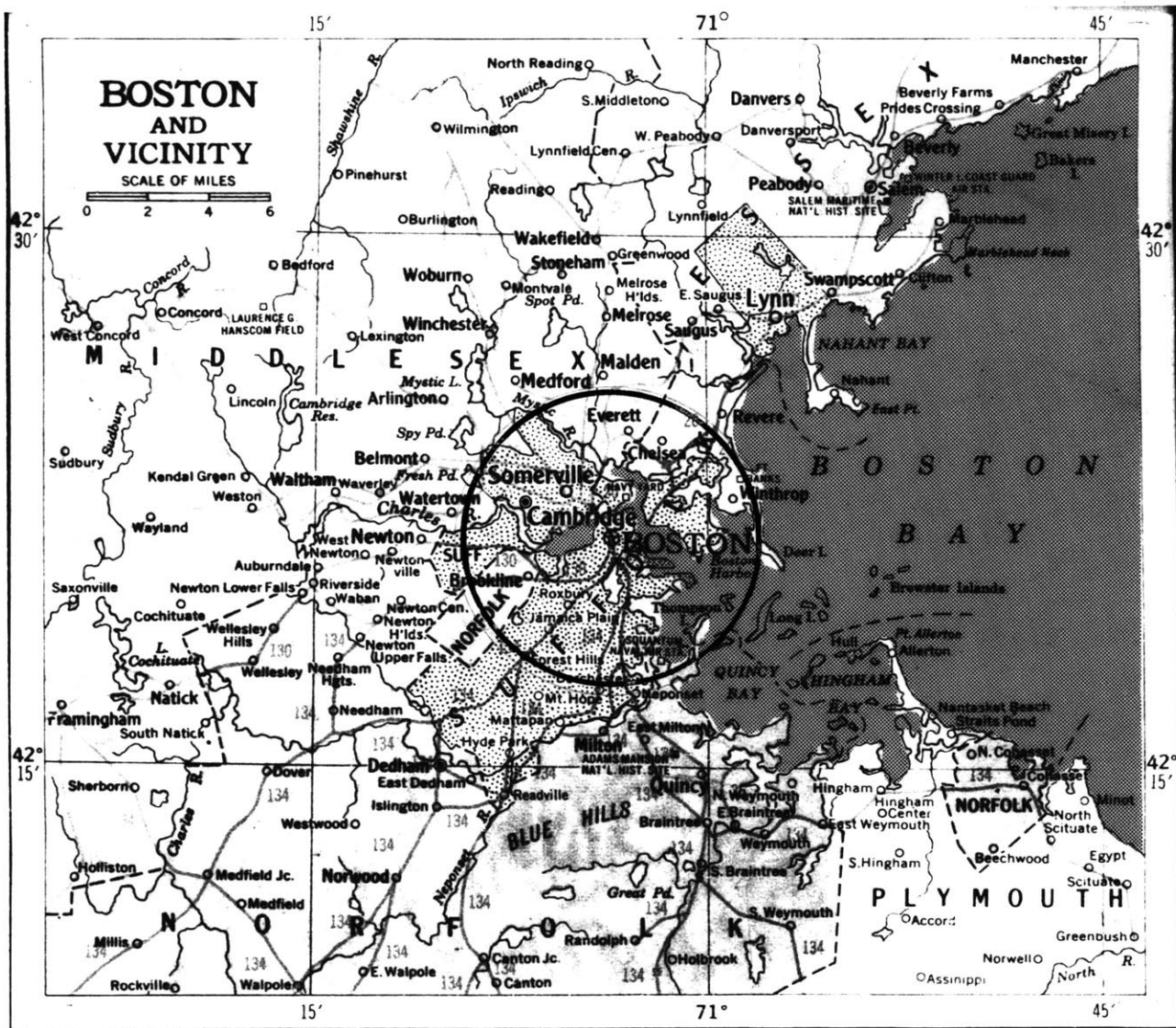
### MAPS AND ILLUSTRATIONS

Boston and Vicinity. . . . .	1
Map of Existing Conditions . . . . .	21
Circulation Plan . . . . .	22
Land Use . . . . .	23
View of Government Center. . . . .	24
Diagram of Basic Features. . . . .	25
General Plan . . . . .	41
Existing Conditions. . . . .	42
Building Studies . . . . .	49

BIBLIOGRAPHY. . . . .	52
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..... BOSTON AND VICINITY



.....DEVELOPMENT OF BOSTON

. . . . .BOSTON

Boston is the capital city of the State of Massachusetts, comprising the greater part of Suffolk County. Its harbour stands at the head of Massachusetts bay. It occupies much of the Boston basin, a territory lying within a ring of hills. It stands on a surface of granite, conglomerate, slate and lavas between geological "flats" at the Blue Hills on the south and Arlington heights on the north. It was, in its colonial days, rocky and irregular, a peninsula lying between the south bay, the Charles River and the Back Bay flats. As originally built it covered and surrounded three hills, Beacon, Copp's and Fort. Today there are only a few blocks in two sections on the water front which were on the original boundry. A town of 780 acres is now a city of 30,598 acres or 44 square miles, most of which is reclaimed land. It has a population of 801,000 with 2,370,000 in the greater Boston area. Of the hills which dominated Boston in colonial days, Copp's hill alone stands unaltered. Fort hill, near the water front, has been entirely leveled and Beacon Hill, once a rigid peak sustaining the Beacon from which it was named, has now a rounded top approached by a gradual and gentle rise almost from the water front.

The early government of Boston was the town-meeting system. The citizens of the town met together at least once a year and usually more often.. There they fixed taxes, made appropriations, voted on municipal improvements and elected town officers. The basic principles were very democratic, although a theocratic atmosphere of the Puritan Church was always apparent.

In 1822 Boston outgrew the town meeting. It then adopted a city charter, with a mayor, a board of aldermen and a common council. The legislative branch for many years had certain administrative functions through its committees and elected officers. The original charter of Boston has changed many times by the State Legislature. The administrative functions of the committees of the city council have been abolished, and the police department put under State control.

The board of aldermen were soon abolished in favor of the strong common council. In the late nineteenth century, the council government gave way to the strong-mayor type city government which it still maintains.<sup>1</sup>

Boston is fortunate in having most of the past town hall or city hall buildings preserved as living monuments to its history. The first Town House built in Boston in 1657 was on the site of the "Old State House" on Washington Street at the head of State Street; burned in 1711 the present building was built in 1713 and burned in 1747; then rebuilt, the walls of the former building being utilized. Here met the colonial court, and legislators, the town and city governments, and the general court of the commonwealth. The existing "Old State House" was used as the City Hall of Boston from 1830 to 1840. However, in the years between 1747 and 1830 Faneuil Hall was used. It was built by Peter Faneuil and given to Boston as a town hall in 1747. Burned in 1761 and rebuilt in 1763. It served as the center of the Revolutionary movement in Boston and the colonies.

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1. Encyclopedia Britannica Vol. 3 14th edition N. Y., 1959.

The present City Hall building on School Street is on the site of the first Latin School in America. Established in 1635, here stood the county court house erected in 1810. It was occupied as a City Hall in 1841 to 1862 and then the present building was built and dedicated in 1865 and still serves as the City Hall of Boston.<sup>2</sup>

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2. From Tirmountaine to Boston, Boston, 1930.

.....CITY GOVERNMENT OF BOSTON

. . . . CITY GOVERNMENT OF BOSTON

The present city government of Boston operates under a slightly modified strong-mayor type city government. The Mayor, who is elected by voters for a term of four years, heads the executive branch of the city government and has individual responsibility for the work of that branch. In Boston, many of the executive functions lie outside the Mayor's jurisdiction under independent or semi-independent officials.

The public schools are under the general management and control of a school committee of five members elected by the voters. The committee operates independently of the Mayor.

The Police Department is under the direction of a Commissioner, who is appointed by the Governor of the Commonwealth for a seven year term. Thus, this department operates independently of the Mayor.

Like the Police Commissioner, members of the License Board are appointed by the Governor and operates independently of the Mayor's office.

The Housing Authority has an independent status, because the appointing power is shared by the Mayor, the Council, and the Massachusetts State Board of Housing.

There are several agencies, headed by boards and commissions, which are part of the executive branch, but over which the chief executive does not exercise complete control. This is due to the fact that the terms of office of the members are not concurrent with that of the Mayor.



Therefore, the Mayor is prevented from appointing a majority of members to any board or commission until late in his term of office. Included among these agencies are the Art Commission, the Election Department, the Library Department, the Planning Board, and the Board of Zoning Adjustment. In addition to these, there are twelve other agencies which are partially removed from the control of the Mayor because of boards or commissions at their head.

There is a total of thirty-four separate departments or agencies in the executive branch of Boston's government. The agencies range in size from the Public Works Department, consisting of five major divisions; to the Art Commission, which has only one part time employee. Fourteen of the departments or agencies were created by ordinance, the remainder being established by statute. Seventeen of these agencies are headed each by a single official, whereas each of the others is under the direction of a board or commission. The functions of four of these agencies headed by boards and commissions, are either appellate or advisory, their administrative work being handled by other departments or agencies.

The legislative branch of the Boston City Government consists of nine city councilmen, with the City Clerk. The council elects the City Clerk and shares the appointment of members of the Boston Housing Authority with the Mayor and State Board of Housing.

The function of the council is to form the policy for the operation of the city. It does this by the enactment of the laws under which the city operates. The powers of the council are limited by the City

Charter, and its actions must be in harmony with the constitutions and laws of the state and nation, as well as the common law of the state.

The work of the council is done through committees. Each proposal must run its course of consideration, revision, and recommendation, in the committee to which it is referred, before coming in front of the council for action.

GOVERNMENT ORGANIZATION

City of Boston

Mayor

Appeal, Board of

Art Commission

Assessing Department

Auditing Department

Budget Department

Building Department

Collecting Department

Election Department

Examiners, Board of

Fire Department

Health Department

Hospital Department

Institutions Department

Law Department

Library Department

Park Department

Penal Institutions Department

Planning Board

Printing Department

Public Buildings Department

Public Welfare, Department of

Public Works, Department of  
Real Estate Commission  
Registry Department  
Retirement Board  
Sinking Funds Commission  
Statistics Department  
Street Laying-out Department  
Supply Department  
Traffic Commission  
Treasury Department  
Veterans' Services Department  
Weights and Measures Department  
Zoning Adjustment, Board of

Legislature

City Council (9)  
City Clerk

School Committee

School Department  
School Buildings, Board of Commissioners of

Police Commissioner (appointed by the Governor)

Police Department

Licensing Board (appointed by the Governor)

Finance Commission (appointed by the Governor)

## OFFICE OF THE MAYOR

FUNCTIONS: Personal Service  
Statistical Service  
Public Celebrations

The primary purpose of the Office of the Mayor is to provide a staff which renders personal assistance to the Mayor and helps him to carry out the many routine duties which are incumbent upon him. Normally, this includes the handling of incoming and outgoing correspondence; processing of many papers and documents which must be signed by the Mayor; caring for visitors; and arranging for the many engagements which the Mayor must keep.

Delegation of authority by the Mayor places much of the department responsibility upon his Chief of Staff. Ranking above Department Directors, the Chief of Staff is an assistant in matters of management and internal administration of the executive branch.

## ASSESSING DEPARTMENT

DIVISIONS OF: Realty Assessment  
Personalty Assessment  
Research and Statistics

The Assesing Department function is the determination of tax receivables. Actual tax payments are to the Division of Finance, thus an important internal check is achieved.

## FINANCE DEPARTMENT

DIVISIONS OF: Accounts and Control  
Purchase and Property Control  
Budgat and Personnel  
Treasury

The Finance Department performs staff functions of the city government by taking in, paying out, and allotting money.

Division of Accounts and Control (Auditing Department) audits the books of the City Treasurer.

Division of Purchase and Property Control (Supply Department) has the functions of purchase, printing, and equipment.

Division of Budget and Personnel (Budget Department and Workmen's Compensation) makes continuous studies of operation, staff, plant, equipment, operating policies, and procedure; so as to devise means and methods for bringing around improvements. It administers the budget allotment system, the retirement system, and the personnel classification and compensation plan.

Division of the Treasury (Treasury and Collecting Department) is a main operational agency having the responsibilities including the collection of revenues, custody of funds, and disbursement of money.

#### ENGINEERING DEPARTMENT

DIVISION OF: Office Engineering  
Civil Engineering  
Building Engineering  
Traffic Engineering  
Planning Engineering

The Engineering Department is a staff department engaged in drafting, designing, blueprinting, survey work, contract specification writing, building construction building maintenance and building operation.

Division of Office Engineering renders services to other divisions and departments including clerical services, blueprinting, drafting preparation and maintenance of official maps, plats and plans, and other engineering records. This agency also procures and sells real estate required or owned by the city (Real Estate Commission). Closely related to this division is the Board of Special Assessments which determines condemned properties for new municipal developments and makes special assessments after public improvements on property.

Division of Civil Engineering is responsible for all professional engineering work required by the city. Designed are bridges and tunnels; sanitary and storm sewers, sewerage disposal, water distribution; and highway lighting.

Division of Building Engineering (Public Building Department) function is to supervise, care for, maintain, repair and furnish all public buildings. (Does not include school buildings)

Division of Traffic Engineering engages in the staff activities performed by the Traffic Commission. It maintains the vehicular traffic code and installs and maintain all traffic control devices. The traffic Commission is an advisory and rule making body.

Division of Planning is headed by a Commissioner who is the ex-officio executive of the Planning Board. Primarily, the Board is a deliberative body which advises, formulates city planning policies, and coordinates the city's planning with that of state, federal, and civic agencies. The Zoning Board is a decision making body of area zoning policy.

## ELECTION DEPARTMENT

DIVISIONS OF: Registration  
Storehouse and Maintenance

The Election Department is not directly under the jurisdiction of the Mayor. The Board of Election is the policy-making body. The department oversees the Police Listing Board and gives notification of the days and hours of elections. People are summoned for examination to serve on juries. Seven or eight thousand may be summoned to appear within a period of two weeks.

Voting machines and equipment require large dead-storage space and also maintenance shops.

## HEALTH AND WELFARE DEPARTMENT

DIVISIONS OF: Public Health  
Public Assistance  
Hospitals (Decentralized)  
Penal Institutions  
Veterans Service

The Public Health and Welfare Department coordinates the institution activities of the city involving the problems of physical and social well-being.

Division of Public Health consists of four general services; it is responsible for general administration, statistics and records, laboratories, health education, and accident prevention. Medical Service is responsible for disease control, maternal and child health, public health, public health dentistry, and nutrition. Environmental Sanitation is responsible for milk, water, meat, food inspection, and food handling. Local Health is responsible for providing consulting, advi-



sor, and supervisor services for all the local health units.

Division of Public Assistance is in general responsible for the administration of the general relief program, the aid to dependent children, and old age assistance. Essentially this division is a case work agency. It operates various relief stations and homes throughout the city.

Penal Institutions is responsible for the administration and operation of the House of Correction and the Suffolk County Jail. Visitor's permits to these places of detention are issued from this division.

#### LAW DEPARTMENT

DIVISIONS OF: Investigation  
Collecting  
Conveyancing  
Tax Title

The Law Department is primarily a staff agency, rendering service to the other departments and agencies. It is responsible for such matters as furnishing legal opinions to city officials; rendering legal advice to officers and employees; performing conveyancing work for the various municipal departments; representing the city before the General Court of the Commonwealth; drafting and approving contracts, instituting suits and proceedings on behalf of the city; acting as counsel in all suits and actions which involve the interests of the city; and defending the officers of the city in suits against them for their official actions.

## RECREATION AND PARKS DEPARTMENT

DIVISIONS OF: Park Maintenance  
Cemeteries  
Recreation

The Recreation and Parks Department (Park Department and Board of Recreation) recognizes the growing trend of placing the emphasis in formal recreation facilities and programs along with beautifully landscaped areas. It has charge of public green areas, parks, municipal golf courses, municipal playgrounds and ball fields, and cemeteries. The Board of Recreation is an agency to study and advise in the recreation field.

## PUBLIC SAFETY DEPARTMENT

DIVISIONS OF: Licensing  
Inspection  
Fire (decentralized)  
Police (decentralized)

The Public Safety Department brings coordination and cooperation between law enforcement, fire protection, the inspection, licensing of and permits relating to public safety.

Division of Licensing would have control over the issuance of licenses and permits which grant the public authority to engage in an activity over a continuing period of time, or permit, an action involving a certain short period of time.

Division of Inspection (Building Department) is an agency equipped with the technical facilities of supervising building construction and alteration.

## PUBLIC WORKS DEPARTMENT

The Public Works Department furnishes administration, operations, supervision, and technical assistance for the services that the City provides the public. This does not include any engineering or drafting service which is furnished by the engineering department.

..... GOVERNMENT CENTER PROJECT

BACKGROUND

For over a hundred years, the business center of Boston has been creeping south-westward, toward Back Bay. This slow, persistent motion has left behind a wake of half-used buildings and marginal uses, a tangle of narrow streets and odd-shaped plats of land. Dock Square, Scollay Square, and the head of State Street were once the very heart of the City, now only State Street remains in intensive use.

Immediately to the north of State Street, the intensity of use, the valuations, and the conditions of buildings all drop off rapidly. Scollay Square, which for years before had shifted from Central business use to become a rather well known entertainment center, has now lost even this activity, and is lapsing into sheer vacancy.

Yet the area retains its central position in Boston, as well as its advantageous equipment of subway lines. The construction of the new central artery has now added good access by car to these former advantages. Scattered through the area are activities which are still vital to the economy of Boston. And, since this was the original center of Boston, here is to be found its greatest concentration of historic sites, streets, and buildings.

It is this area, from State and Court Streets on the south, toward North Station on the north, between Beacon Hill and West End on the west, and the new central artery on the east, for which the future Government Center Plan has been prepared.

The total project covers an area of sixty-four acres.

## BASIC PLANNING OBJECTIVES<sup>1</sup>

The primary purpose is to provide suitable sites for a new city hall, federal office building and eventually, a new county courthouse, served by a vehicular and pedestrian circulation system which will meet the requirements for both through the local government. In addition, the plan includes proposals for new private development to replace existing obsolete and uneconomic structures; for the preservation and renovation of the existing historic monuments and sites in the area; and for the establishment of a new civic square which would give Boston a worthy focus of community pride and activity.

The New City Hall with a gross area of 500,000 square feet - is given a key location on the downhill side of the new civic square, where it will be close to the City Hall Annex, to the Law and business offices of the Central districts, and to the county courts.

## CIRCULATION

1. The proposed plan provides for 3,600 automobile parking spaces, of which 3,000 are off street. This is a 45% increase in present parking facilities.
2. Transit system has stations at Scollay, Bowdoin, Adams, Union-Friend, and Haymarket. Also, a new bus station at Hanover and Congress Streets is proposed.
3. Pedestrian circulation has been given considerable attention. A major pedestrian axis has been provided, dropping downhill from Pemberton Square, through the new city square, through Adams Square, and into

---

1. Adams, Howard and Greeley - Anderson, Beckwith and Haible, Government Center Project. 1959

the space in front of Faneuil Hall. The upper end of Washington Street has been kept open to allow for pedestrian access from Boston's principle shopping street into the Government Center.

#### LAND USE

The general development plan provides for a concentration of governmental uses at the foot of Beacon Hill in the area lying roughly between Court, Congress, and Sudbury Streets and Pemberton Square. This would be the focus of the major public buildings, interwoven with private shops, offices and restaurants. They would focus about a new civic Square approximately 250 by 500 feet, with the City Hall having the architecturally dominant position.

Throughout the area, in addition to the principal square, would run a linked system of small open spaces and footways leading downhill from the crest of Beacon Hill toward the harbor, and connecting laterally with the surrounding open spaces, walkways and historic points.

#### GOVERNMENTAL ZONE

The basic concept of the governmental zone proper, lying roughly between Court, Congress and Sudbury and Pemberton Square, is that it is the focus of the major public buildings, but interwoven with private offices, shops and restaurants. All these used would face in upon a new civic square, some 250 by 500 feet. This new square should have a new name consistant with Government Center Area, the principal event on entering or leaving central Boston from the north.

The City Hall, as the seat of government, is considered to be the principal symbolic building. It would have a key location on the down-

hill side of the square; Cambridge Street; Tremont Street and Court Square being visually focussed on it. It would dominate the area, not by it's weight, but by its position with respect to the open spaces around it and by the quality of its design.

Beyond these symbolic considerations, the city hall is placed here for its closeness to the City Hall Annex, to the law and business offices of the central district, and to the county courts. The city hall site and the new square may be maintained and operated as a single unit, providing a fine setting for civic ceremonials. As a lower building, the city hall will conform to the "valley" of height control (see diagram p.25.) Its placement closer to the shopping core will insure that both itself and the more massive federal building will be in visual balance. For all these reasons - size, symbolic importance, functional connections, and meaning and activity it will provide as the focus of the square - this is considered to be the most appropriate location for this building.



.....MAPS AND ILLUSTRATIONS

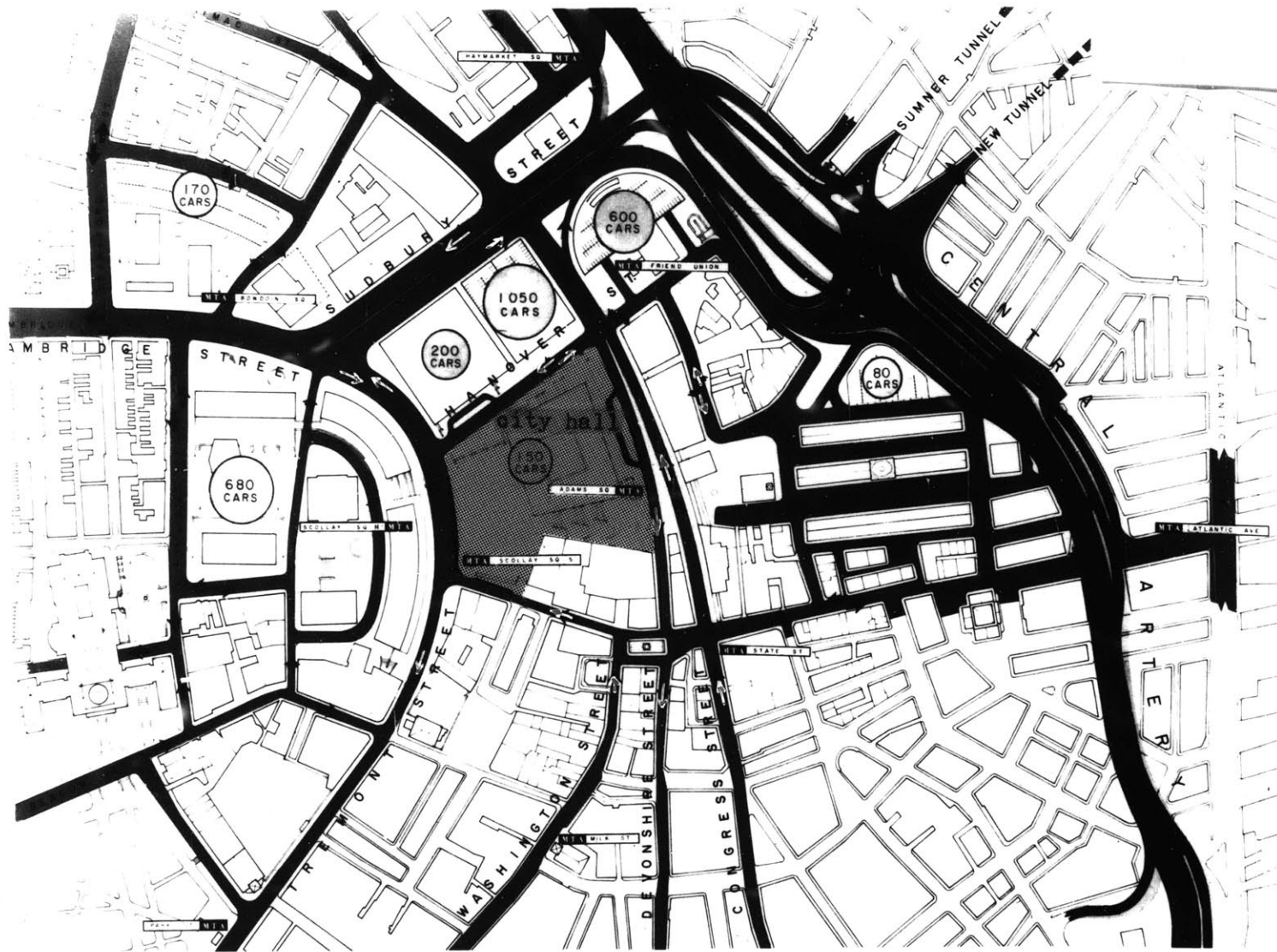


MAP OF EXISTING CONDITIONS

GOVERNMENT CENTER PROJECT  
BOSTON, MASSACHUSETTS  
PREPARED BY ADAMS, HOKAN & GREELEY, PLANNING CONSULTANTS

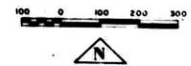
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CIRCULATION PLAN







GOVERNMENT CENTER PROJECT  
BOSTON, MASSACHUSETTS  
PREPARED BY ADAM, HOWARD & SHEPHERD, PLANNING CONSULTANTS





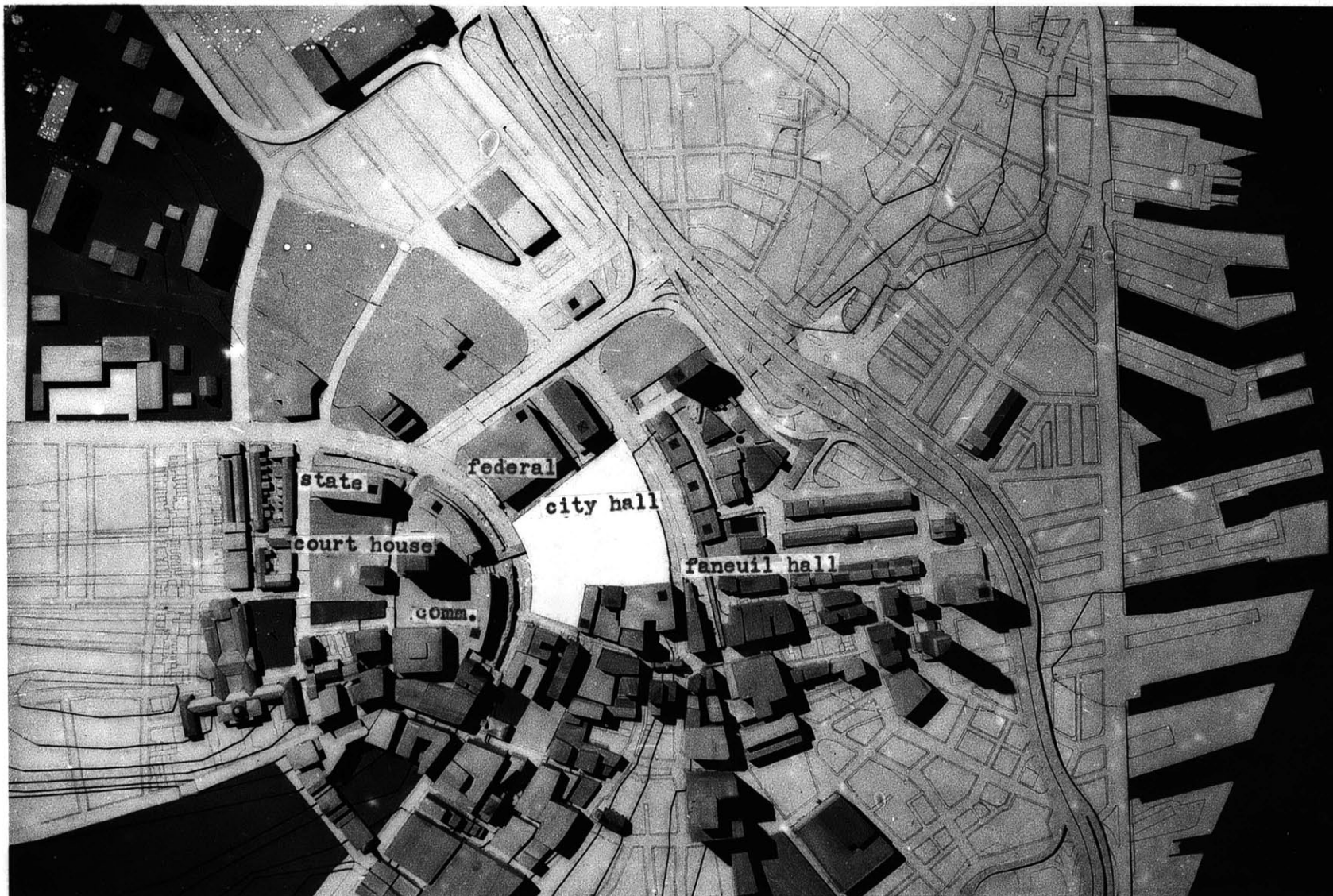
# **PRELIMINARY LAND USE PLAN**

## **LEGEND**

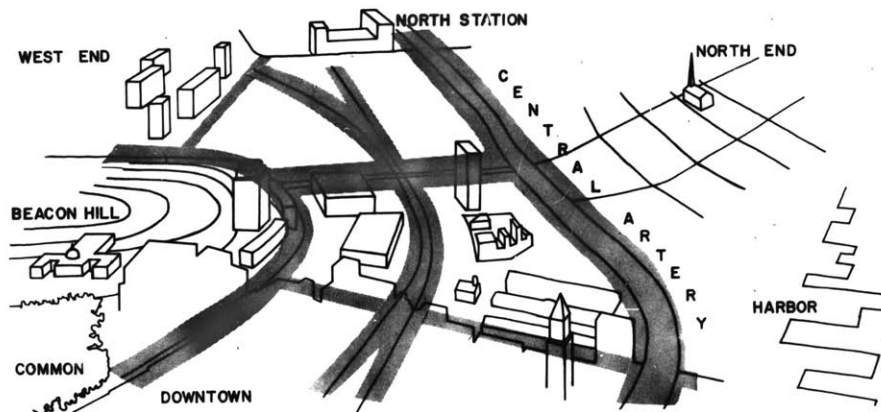
-  **Government**
-  **Future Government**
-  **Commercial or Other Private Use**
-  **Future Comm or Other Private Use**
-  **Historic**
-  **Parking**

**GOVERNMENT CENTER PROJECT**  
 BOSTON, MASSACHUSETTS  
 1959  
 PREPARED FOR THE BOSTON CITY PLANNING BOARD  
 AND THE BOSTON REDEVELOPMENT AUTHORITY  
 PLANNING CONSULTANTS: Adams, Howard and Greeley  
 Associate Consultants: Anderson, Beckwith and Hinkle  
 Kevin Lynch, Suzuki-Walker Associates, John Meyer

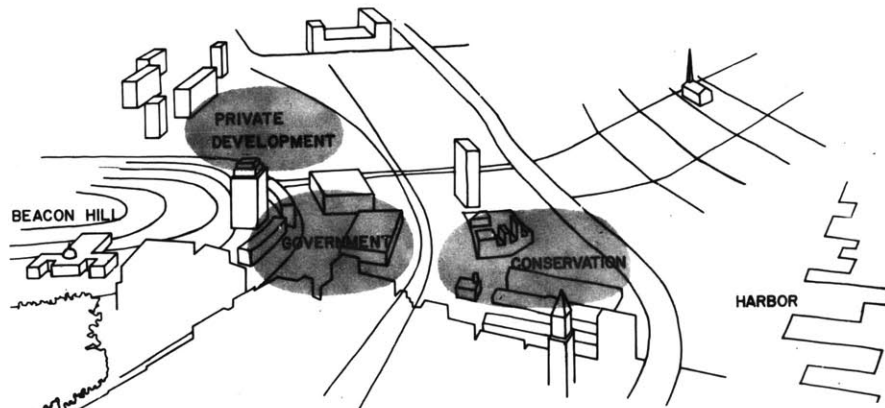




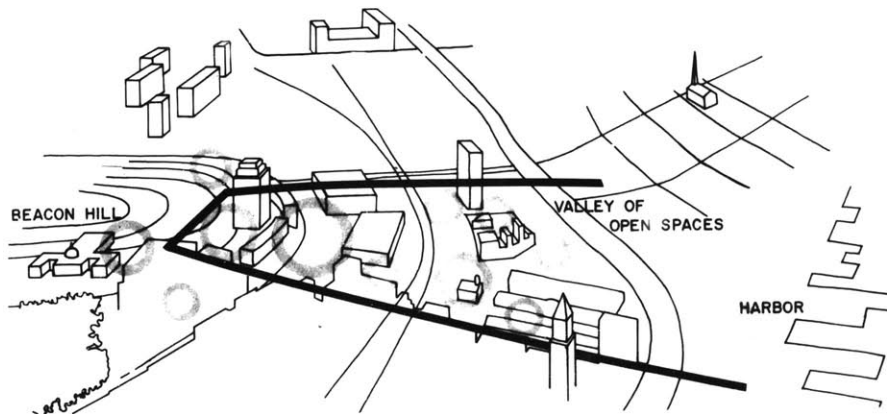
# DIAGRAM OF BASIC FEATURES



CIRCULATION OF AUTOMOBILES



THE THREE ZONES



PUBLIC OPEN SPACES

.....CITY HALL PROGRAM

. . . . . A CITY HALL FOR BOSTON

Purpose: The Purpose of the new City Hall for Boston is to provide the city with adequate space and physical facilities to provide for the efficient management of municipal affairs and to encourage the public participation in, and use of city government. The building must also express its function as the center of civic government and symbolize the cultural, social, and economic character of the community.

Problem: Because of the ever-expanding requirements of the city government, Boston has found its present facilities to be both inadequate and unable to expand.

The existing City Hall and Annex can no longer handle the increased governmental departments required in a modern city government and have, as a consequence, been forced to operate from a number of office areas scattered throughout the city. As a result, the efficiency of the city government is decreased and the disorganization encourages civic apathy by the citizens of Boston.

As an economic factor, the site of the present City Hall is assessed at over twice the value of the present building<sup>1</sup> and could be worth more to the city if torn down and used for another purpose. Therefore, the citizens of Boston have decided that a new City Hall will be built in the heart of downtown Boston.

The City Hall will be part of the Government Center Project (for

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1. Assessed Values of Real Estate of Boston, 1953.



reasons described earlier), giving attention to it's relationship to the present County Court House and historical Faneuil Hall, along with the proposed Federal and State office buildings for the area.

The City Hall will be located in the Cornhill area (see site map) and it shall be directly related to an open plaza where outdoor civic events and public enjoyment will take place. There should be complete separation of vehicular routes from the pedestrian area and the pedestrian must have complete freedom to move around and into the building.

The building will be for public as well as government use and should develop every means possible to encourage participation, through means of easy accessibility, to public functions, both within and around the building. These areas will be the citizens first impression of the City Hall and the spacial arrangement is of great importance. It needs to give the impression of monumentality expressing the function of civic government and at the same time, it must not be stand-off-ish.

. . . . .RELATIONSHIP OF MAIN SPACES

Two important functions of the city, and areas requiring close proximity to each other and the ground level of the building are: A, Public Access Areas and B, Government Areas.

A. PUBLIC ACCESS AREAS:

These areas are to be immediately accessible to the public from the street or Square. It is here that taxes are paid, permits are granted, etc.

Public access areas are public spaces facing a counter behind which are clerks and private offices.

1. City Treasury Department - Tax Payment.
2. City Clerks Department - Marriage and Vital Statistics.
3. City Public Works - Area and Permits, Services.
4. City Parks and Property - Park Permits.
5. City Buildings Department.
6. Welfare Department.
7. Licensing Commission.
8. Personnel Offices
9. Credit Union

B. GOVERNMENT AREAS:

These areas are desirably placed close to Public Access Areas. It is the center of city government and contains the clerks and legal departments. Functionally, the area divides into two parts: (a) that given up to government with council chamber and committee rooms along with rooms allotted to elected personnel and (b) that given up to the

business office requirements of the City Clerk.

The center of interest in the building is the council chamber. It should be easy of access by the public and easily seen from the public areas of the floor. It should be equally accessible for the Mayor, and councilmen, but so placed that as these officials enter the council chamber, they are not forced to mingle with the public.

The Council Member's Lounge should be the rooms of departure for the chamber.

Department heads are required to attend meetings of council and they should be provided with a convenient anteroom.

A waiting room for delegations should be close to the council chamber.

.. The office of the Mayor of the city should be placed so that he can make an entry to the Chamber easily and quickly without meeting the public.

1. Council Chamber  
Committee Rooms  
Press Room  
Reception and Kitchen  
Waiting Room
2. Mayor's Office
3. Board of Control Offices
4. Council Members
5. City Clerk  
Main Office  
Elections Group  
Committee of Adjustments
6. Legal Department

C. GOVERNMENT DEPARTMENTS:

Governmental departments not for public use are to be grouped as follows: (The relationship within the groups listed are close, however, the relationship between groups is less close.)

1. Treasury  
Real Estate  
Purchasing and Stores  
Audit
2. Personnel  
Health  
Welfare  
Fire
3. Public Works  
Street Cleaning  
Traffic  
Surveying  
Parking Authority
4. Parks and Property
5. Buildings  
Planning Board  
Planning Meeting Room

D. ADDITIONAL SPACES:

To be near ground floor or in the lower levels.

1. Telephone switchboard
2. Lunch Room and Kitchen
3. City Manager of Operations
4. City Registry (Under department of elections)
5. Land Titles
6. Wash Rooms and Cloakrooms

E. BASEMENT:

1. Storage and Stores

2. Building Service
3. Garage
4. Mechanical
5. Shipping and Receiving

..... SPACE REQUIREMENTS

ACTIVITIES	NO. AND KINDS OF PEOPLE	EQUIPMENT	AREA IN SQ. FT.
<u>A. PUBLIC ACCESS:</u>			
City Treasury Dept. (Tax paying)	chief clerk 23 clerks	records, stationary, counters, chairs, desks, files.	3,650
City clerks Dept. (Marriage & Vital statistics)	2 supervisors 3 clerks receptionist	records, stationary, desks, chairs, interview areas.	1,220
Public Works (permits, services)	chief clerk 5 clerks receptionist	counters, records, stationary, files, chairs, desks, typewriters.	950
Parks and Property (Park permits)	2 clerks	counter, chairs, desk, files, typewriters	220
Building Dept.	5 clerks receptionist	counter, chairs, desk, files, typewriters.	650
Welfare Dept.	1 clerk	records, stationary, files, counter, chair, desk.	190
Licensing Comm.	1 supervisor 3 chief clerks 12 inspectors 2 auditors 3 cashiers 1 receptionist	desks, chairs, records, stationary, files, typewriters, adding machines, pencils, calculators.	3,530
City Personal (interviewing)	Chief clerk 8 clerks 1 receptionist 4 interviewers	counter, desks, chairs, desks, chairs, stationary, counter, chair, counter desk, chairs, typewriters stationary.	1,550
Credit Union	chief clerk	desk, chair, typewriter	90
Toileting	Men Women	18 W.C, 10 urinals, 10 basins 18 W.C, 9 basins	700
Lounging	public	chairs, couches, coat racks, tables, ash trays.	

TOTAL PUBLIC ACCESS...12,000 sq.ft.

B. GOVERNMENT ACCESS:

Counciling	9 councilmen	300 seat amphitheatre	4,100
Committee	Depends on size of.	conf. tables, chairs	3,800
	appointed committee	2 rooms @ 1000 sq.ft.	
	from one to twenty.	2 rooms @ 600 sq.ft.	
		2 rooms @ 300 sq.ft.	

ACTIVITIES	NO. AND KINDS OF PEOPLE	EQUIPMENT	AREA IN SQ. FT.
Ante-room	department head	desk, chairs	300
Property Storage	1 proprietor	vault, files, cabinets, desk, chairs	300
Press Reporting	20 reporters	chairs, tables, type- writers, stationary	850
Radio & TV reporting	10 newscasting reporters	radio and TV equipment	650
Reception and Kitchen	300 government employees	kitchen equipment, chairs tables	2,300
Public waiting & Hygiene	Public	urinals, W.C., basins	300
		TOTAL COUNCIL.....	12,600 sq.ft.
City Clerk	department head	desk, chairs	300
	deputy	desk, chairs	200
	2 section heads	desk, chairs	300
	5 supervisors	desk, chairs	600
	Secretary and head	desk, chairs, typewriter	100
	5 chief clerks	desk, chairs, typewriters	450
	30 clerks	desks, chairs, typewriters	1,800
Receiving	receptionist	desk, chairs, typewriter	200
Auditing	auditor	computing machines	600
		duplicating machines	
		desk, chairs, typewriter	
Conferencing		table, chairs	300
Storaging		archives	6,000
Recording		files, stationary, desk, chairs.	2,000
Cloaking		coat racks, hangers	100
		TOTAL CITY CLERK.....	13,250 sq. ft.
City Managing	mayor	desk, chairs, files dictaphone	650
	executive assist.	desk, chairs, dictaphone	300
	secretary	desk, chair, typewriter	150
	8 clerks	desks, chairs, typewriters	800
	receptionist	desk, chair, typewriter	100
		TOTAL.....	2,300 sq ft.
Board of Control	4 controllers	desks, chairs, station- ary, files	1,200
	4 secretaries	desks, chairs, files typewriters	400



ACTIVITIES	NO. AND KINDS OF PEOPLE	EQUIPMENT	AREA IN SQ. FT.
Counciling	9 councilmen	lounge	800
		2 interview rooms	200
Executive Committee	4 executive offices	desks, chairs stationary, files	1,200
	4 secretaries	desks, chairs, files, typewriters.	400
Lounging	executive branch	chairs, tables, couches	800
Toileting	executive branch	urinals, W.C., basins	100
		TOTAL MAYOR'S OFFICE...	7,400 sq.ft.
Legal depts.	Dept. head	desk, chairs	300
	2 deputies	2 desks, chairs	400
	13 supervisors	desks, chairs	2,000
	2 secretaries	typewriters, stationary	170
	2 chief clerks	desks, chairs	170
	19 clerks	desks, chairs	1,200
Auditing	auditor	duplicating machines calculators, desks, chairs	100
Storing		files, storage, vaults	270
Visiting	general public	chairs, tables, lounge chairs.	250
Informing	receptionist	counter, desk, chairs	200
Conferencing	legal dept.	tables, chairs	300
Cloaking & Toileting	legal dept.	hangars, coat racks W.C., urinals, basins	200
		TOTAL LEGAL DEPT.....	5,510 sq. ft.

C. DEPARTMENTS (Government Areas to be treated as office space.)

Treasury	20,000
Real Estate	4,100
Audit	<u>4,000</u>

Total 28,000

Personnel	4,200
Health	14,000
Welfare	14,000
Fire	<u>3,800</u>

Total 36,000

Public Works	16,200
Traffic	6,500
Licensing	6,000
Surveying	<u>7,000</u>

Total 35,700

Parks

Property	Total 12,000
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Building	15,000
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Planning	<u>6,600</u>
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Total 21,600

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TOTAL SPACE ALLOCATED TO PERSONNEL.....132,600

ACTIVITIES	NO. AND KINDS OF PEOPLE	EQUIPMENT	AREA IN SQ. FT.
<u>D. ADDITIONAL SPACES:</u>			
Telephone switchboard	2 operators	switchboard, chairs, counter	2,000
Lunch room and kitchen	1 cook, 4 waitresses 3 bus boys	kitchen equipment, chairs tables, eating utensils	800
City Registry	department head 2 supervisors 30 clerks	chairs, desks, typewriters	5,000
Land Titles	department head 2 supervisors 20 clerks	chairs, desks, type- writers	4,000
Toileting and Cloaking	public and employees	W.C., urinals, basins, coat racks, hangars.	300
TOTAL ADDITIONAL SPACES.....			12,100

E. MAINTENANCE AND OPERATION:

Dead Storage	2 proprietors 3 stockboys	3 carrying autos	40,000
Building service	5 handymen 5 scrubwomen	carpenters tools, pails mops.	3,000
Garage	2 parking attendants 8 chauffers	100 city owned cars	30,000
Mechanical	1 janitor 1 maintenance	heating and air conditioning equipment	20,000
Shipping and Receiving	3 mail clerks 2 stockboys 2 clerks	dollies, tables chairs, mailing materials package openers	3,000
TOTAL MAINTENANCE & OPERATION.....			96,000

. . . . TOTAL SPACE REQUIREMENTS

Public Access areas	12,000 sq. ft.
City Council Chamber with 300 seat gallery	12,600 sq. ft.
City Clerks office	13,250 sq. ft.
Mayor's office	7,400 sq. ft.
Legal department	5,510 sq. ft.
Government areas (not public access)	132,600 sq. ft.
Public areas in government departments	12,100 sq. ft.
Maintenance and operation	96,000 sq. ft.
Circulation and public areas (40% of net)	<u>80,000 sq. ft.</u>
TOTAL GROSS BUILDING AREA..471,500 sq. ft.	
Cost/sq. ft.	\$30.00/sq. ft.
TOTAL COST OF BUILDING	\$14.5 million

..... SITE ANALYSIS

## I The Site

The site is bounded by Hanover, Washington, Court and Cornhill Streets. It is the location chosen by the Boston City Planning Board and Boston Redevelopment Authority as a result of the study made by the planning firm of Adams, Howard, and Greeley with Anderson, Beckwith and Haible. (See page ) This area is centrally located for the people of Boston and is convenient to subway, (3 stations within site area, see map); other transportation and principle shopping. The site for the City Hall will be an integral part of the proposed Government Center Project.

As a tourist attraction, it is within walking distance of the hotel and theatre district. Also, it is directly in front of historical Faneuil Hall.

The site for the City Hall is 83,479 square feet, having an assessed value at \$37.00 per square foot,\* or \$3,100,000 total land value.

Parking structures will be built directly adjacent to proposed site (see map) and will accomodate approximately 1,000 automobiles, an additional 150 automobiles will be accomodated within the site itself.

## II Buildings on the Site

The existing buildings are considered useless as commercial structures and will be torn down to make room for the new City Hall.

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\* 1950 valuation.

They are generally a dual purpose type of structure, that is, commercial on the street floors, and/or offices and apartments above. They are approximately three to five stories high. The buildings are from fifty to seventy-five years old and are to be condemned through the power of eminent domain.

### III Condition of Soil

In general, clay with hard-pan at a twenty foot depth is found on the site. The surface to six feet, is a miscellaneous fill of cinders, ashes, etc., and from six feet to fifteen feet, there is medium to fine sand; from fifteen feet to twenty feet, there is gravel or course sand.<sup>1</sup>

### IV Development of Site

The site should not only include the physical structure of the City Hall, but also the space or square around the building which should play an important part in the life of the city.

Primarily, the Square will be an open space for the pleasure of the citizens. It should fulfill the function of many ancient, and some more recent public places where, in suitable weather, citizens can sit on chairs and benches, stroll between flower beds or just loiter.

The Square will be a matter of civic pride with the possibility for reflecting pools, varying levels and open vistas to delineate the activity around.

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1. Raymond Concrete Pile Company, Boston, Massachusetts

## V Surrounding Areas

North limit on Hanover: This area will have a twenty-eight million dollar Federal Office Building facing the City Hall Square. On the right of this building will be a six-hundred car parking garage. Next to this will be a high rise private office building. These buildings will form the northern wall of the City Hall Site and will replace the existing structures.

East limit on Washington Street: The central attraction to the east is Faneuil Hall sometimes called the "Cradle of Liberty", north of Faneuil Hall will be a row of retail shops as proposed by the Government Center Project plan. In the center of the site on the east side is the Adams Square subway station.

South limit on Court Street: Two commercial buildings plus the existing Veterans Administration buildings are to be preserved on the southern limit of the City Hall Site. They are from eight to fourteen stories high and are of good construction and quality. Along the new open space of Cornhill, facing the side of the City Hall and replacing a series of small absolute structures, a new private building of eleven or twelve stories is proposed. This would bridge over a pedestrian way on the former line of Washington Street, allowing a potential shopping arcade.

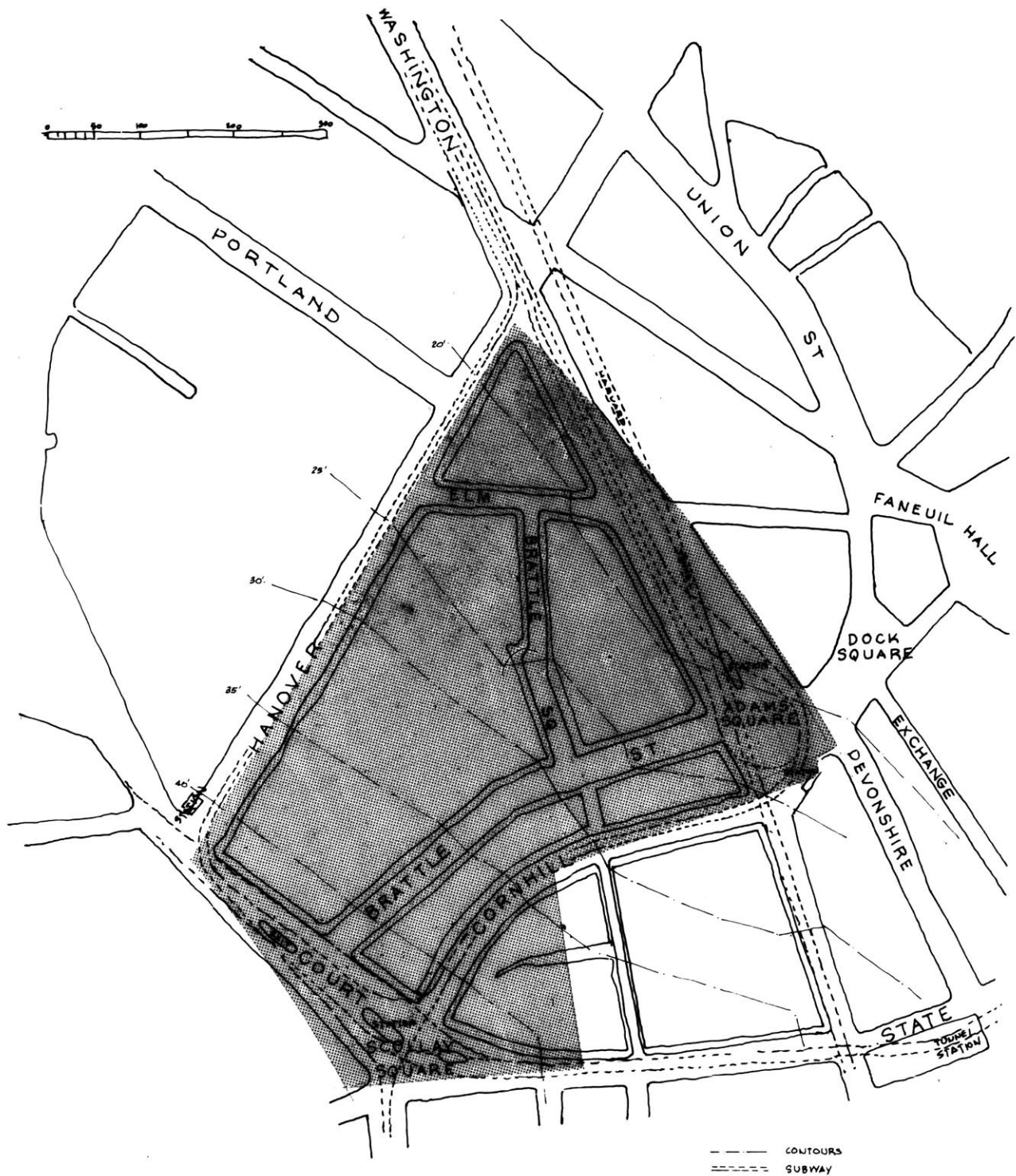
West side of site facing Scollay Square: The central attraction on the west side is the County Court House. In front of the Court House will be 2 five story commercial office buildings facing Scollay Square. Along the Square are two subway stations on the northern and southern edges of the site.

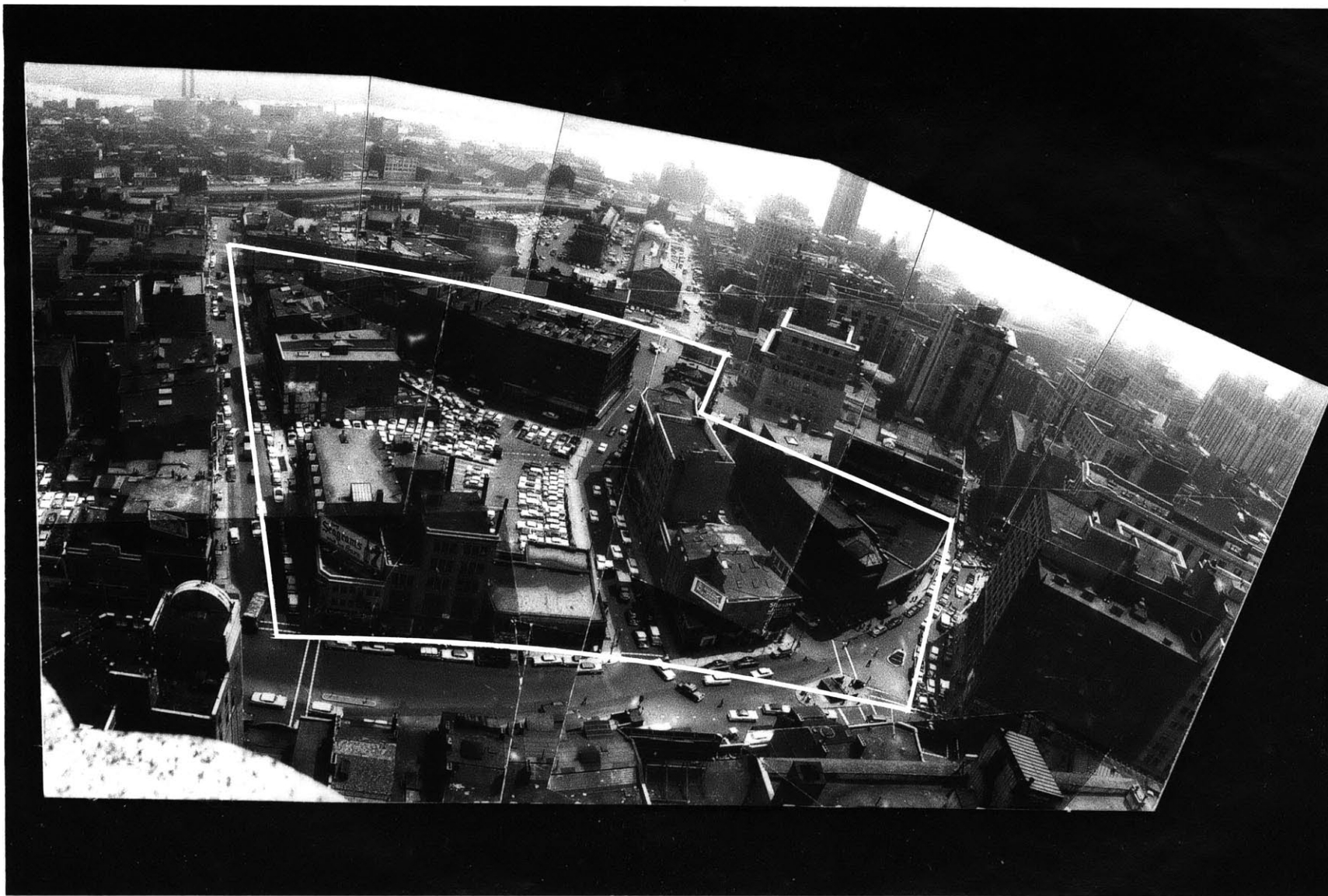


..... GENERAL PLAN



.....EXISTING CONDITIONS







. . . . .OBJECTIVES

1. An independent City Hall is not the same problem as a new building in a row of other buildings. It has almost an obligation to be different, special, set apart. It needs to give the impression of a structure that will remain.<sup>1</sup>
2. The City Hall must express its function as the center of civic government. It must achieve an atmosphere that suggests government, continuity of democratic traditions and service to the community.
3. The City Hall shall be a relatively low, horizontal building placed within a square and stand detached from the buildings around it, achieving an effect of dignity by its simple contrast with its background. It shall have as a focal point in the building, the council chamber. However, the City Hall itself will be the focal point of the government center.
4. The City Hall shall mark the transition between two converging pedestrian axis.
5. The building should function efficiently and the general office floors should consist of space similar to that in a good modern office building. Large areas of open space, with only those permanent partitions required to have maximum flexibility for the assignment of space in future years as growth and change alter the requirements of individual departments, should be maintained.
6. Since there are other buildings that are higher in the government

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1. The Canadian Architect April, 1959 p. 63

center, care should be taken to make the roof-scape of the City Hall as pleasant as possible.

7. The plaza for the City Hall shall be the central space of the Government Center Project and reflect the dignity of civic design as well as becoming a place where the citizens can meet.

8. Pedestrian movement in and through the civic space can be divided into four classes:

- a. An invitation to enter.
- b. Loitering, or strolling around including -
- c. Sitting down to wait a friend, look about, rest ones feet or eat ones lunch.
- d. Going to look.

9. Complete separation shall be necessary between vehicular and pedestrian movement by a change of levels.

10. The approaches and links, the major chain of spaces, the wedge-shaped valley of controlled height, all will come to their climax at one point, the new City Hall and Square.



. . . . APPROACH TO PROBLEM

In approaching the problem for a City Hall for Boston, it was necessary to investigate the many possibilities for the proper form and location on a site that has so many irregularities and visual ramifications. Therefore, in the proceeding paragraphs and sketches, I hope to lay the foundation for the approach taken toward a solution to this problem.

FIG. 1: A rectilinear or near rectilinear building seems to be forcing a shape on a site that has all irregular corners. The form itself however, acts as an excellent pivot for the pedestrian axis and the building would clearly stand out as the most important on the site if handled in great detail. This scheme could be a very competent solution to the City Hall Problem.

I feel however, that the shape depends too much on detail to indicate a strong solution. It is not quite a regular rectangle and therefore, one would ask what it is? The building should not be part of its surroundings at one end of the plaza, but rather the climax on the Government Center's main plaza area. In addition, each facade is viewed at different distances and related to too many activities. This gives the impression that any facade treatment may become ambiguous.

FIG. 2: The pentagonal shape was envisioned as an answer to the irregular shape of the site. The pivoting pedestrian axis is taken care of and the strong form could become a dominant feature in the government center.

However, a problem appears as to what side of the building is most important. This is a very serious point in such a scheme. The side of the building facing the main plaza is too similar to the facade facing a very old building on the south. Also, the northeast corner of the plaza becomes something detached from the rest.

FIG. 3: The pedestrian axis from the County Court House ends at the City Hall in this scheme and therefore, does not uphold the continuity of related vistas and pedestrian axis desired.

FIG. 4: In this scheme the plaza does not take full advantage of the location when most of the activity of the city is to the west and south. Also, the opportunity for using the other government center buildings as walls of the main plaza is lost. This relationship is very poor.

FIG 5: The scheme in figure 5 offers many possibilities for developing an intimate plaza and an excellent series of spaces from the pedestrian axis. However, this scheme was rejected because of: (1), the importance it gives to the old existing buildings on the south end of the plaza. (2), The view given from the pedestrian axis, coming from Faneuil Hall, results in the County Court House seemingly protruding from one element of the City Hall, very similar to the effect on the Trinity Church when the John Hancock Building is seen behind. (3), The main plaza should be formed by the Government Center and not by the City Hall. (4), The absense of a strong architectural statement.

FIG. 6: The solution finally adopted was chosen because of its (1), apparent fitness in such an irregular site. (2), Its using the plaza as the central space of the government center and the building becomes a

very important part of this main space. (3), The form becomes the focal point of the Government Center and then forms the frame of reference in developing (at a different scale) the council chamber as the focal point of the City Hall. (4), The solution becomes a strong and meaningful statement for the City of Boston as the "Hub of the Universe". (5), The pedestrian easily strolls around the building and square giving equal face to all of Boston. (6), The pedestrian axis is maintained although the large pivot is reduced.

The difficulties in the scheme are mostly the ones inherent in the planning of a circle or circular building. The problems in such a building are not to be minimized, but I feel that it offers the best opportunity for designing a meaningful City Hall for Boston. Therefore, Figure Six was chosen as the scheme to be pursued.

..... BUILDING STUDIES

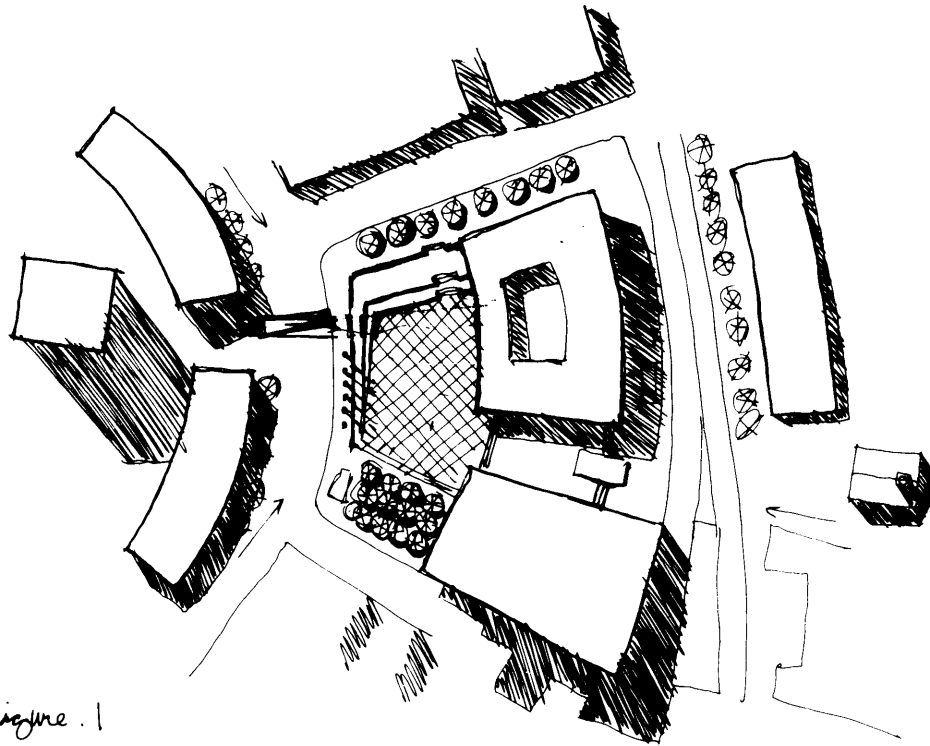


Figure 1

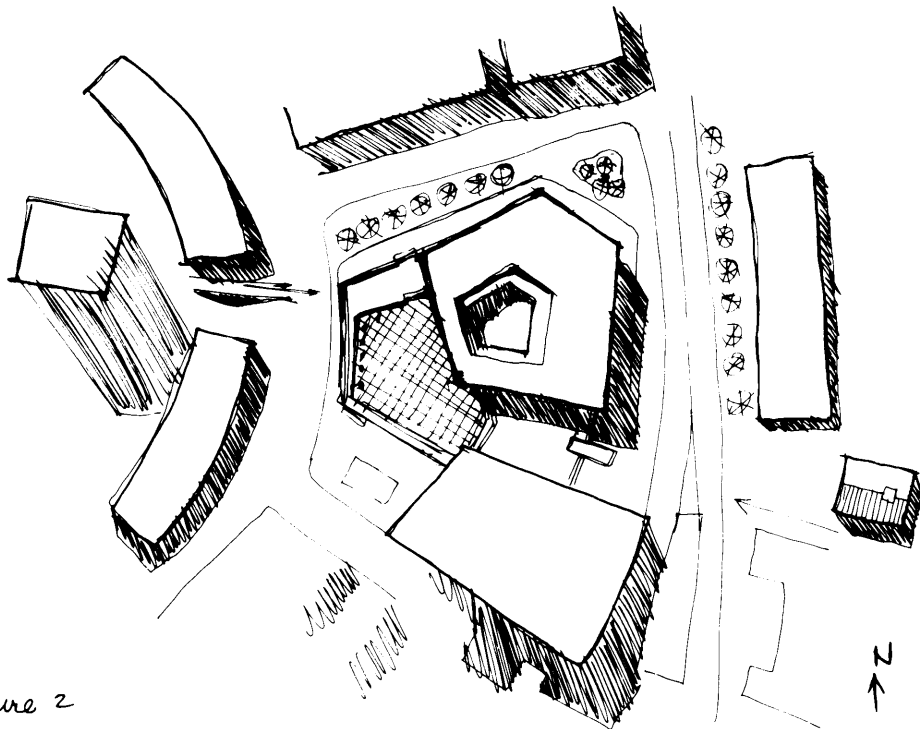


Figure 2

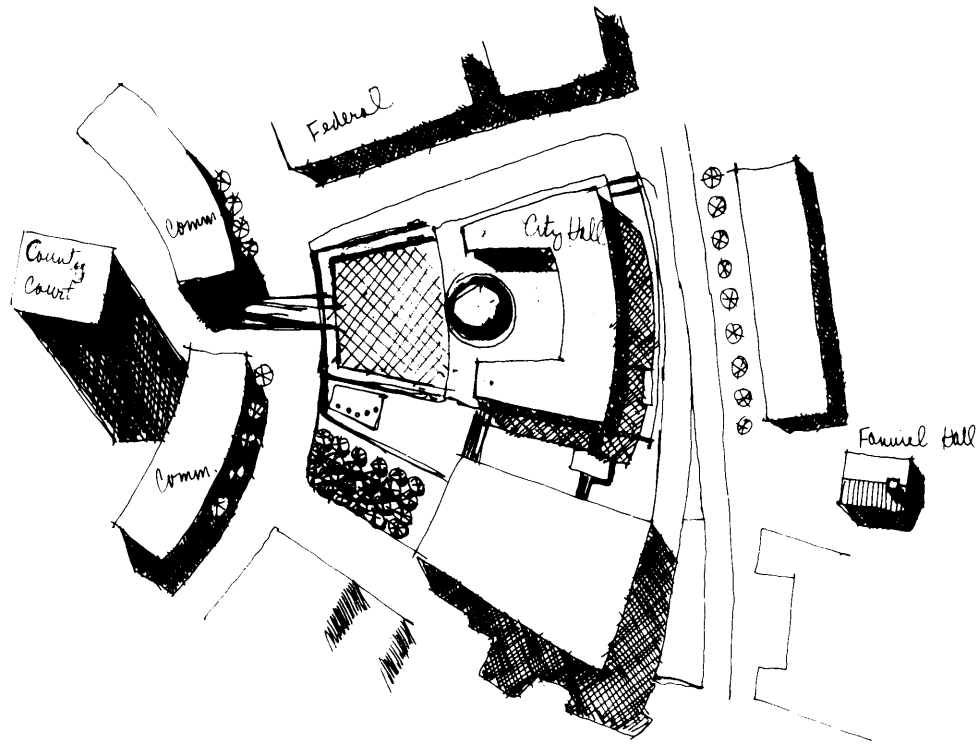


Figure 3.

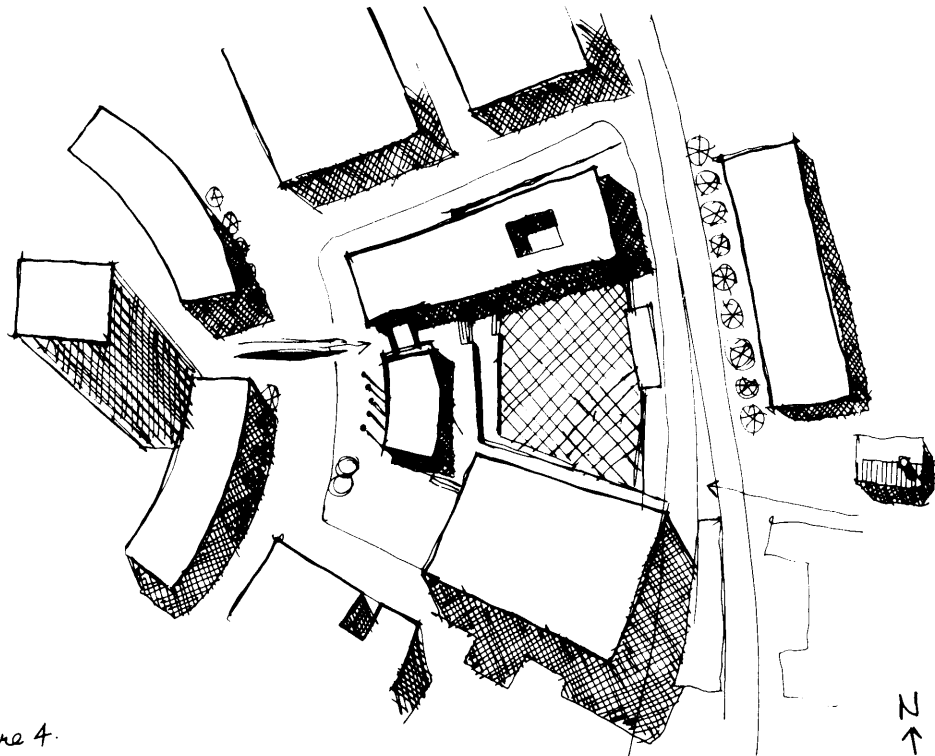


Figure 4.

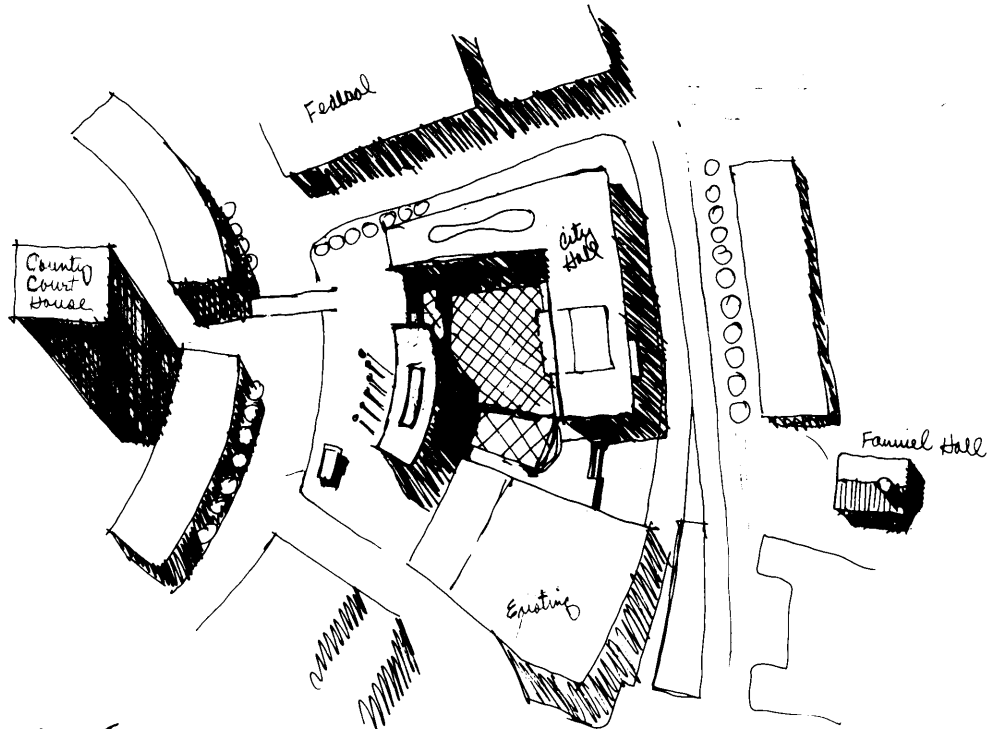


Figure 5

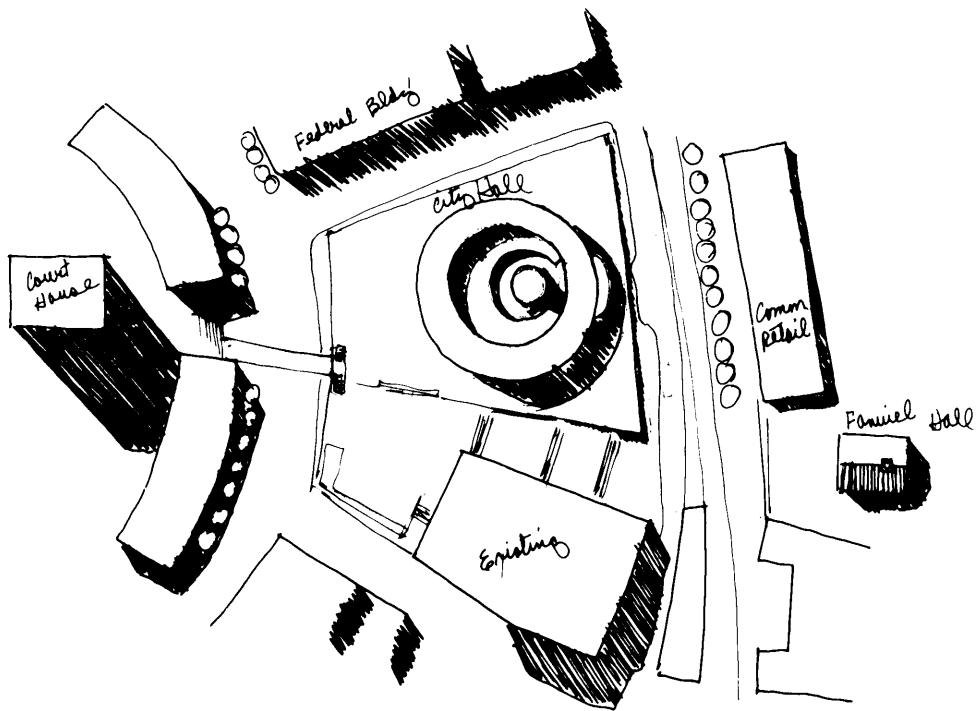


Figure 6



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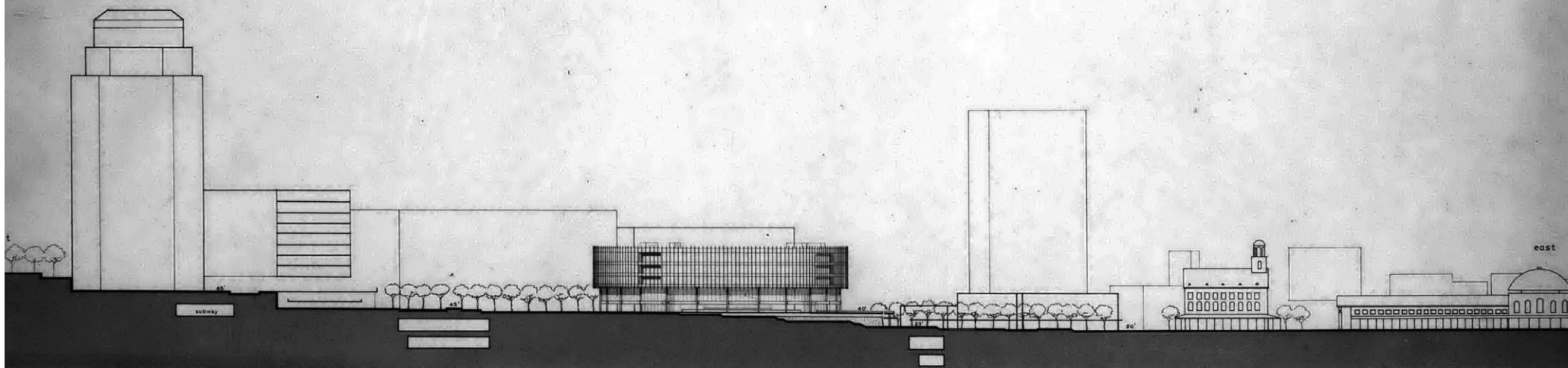
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1959

# a new city hall for boston

MASTER OF ARCH. THESIS  
M. I. T. AUGUST, 1959  
ROBERT L. ZIEGELMAN



county court house

new federal bldg

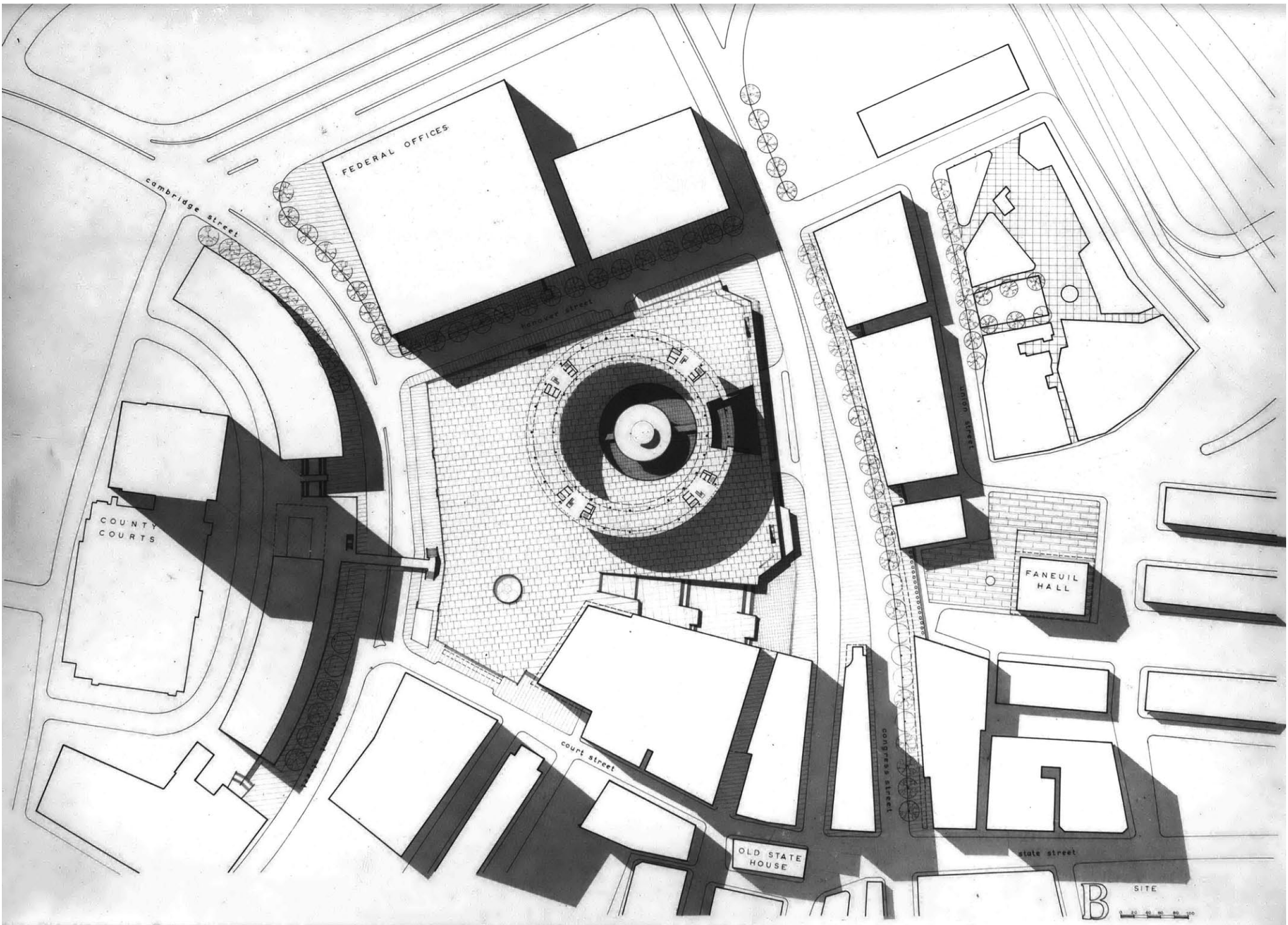
NEW CITY HALL

new office building

farewell hall

quincy market

A SECTION THRU  
GOV'T CENTER  
0 20 40 60 80 100



FEDERAL OFFICES

Cambridge Street

COUNTY  
COURTS

Court Street

OLD STATE  
HOUSE

FANEUIL  
HALL

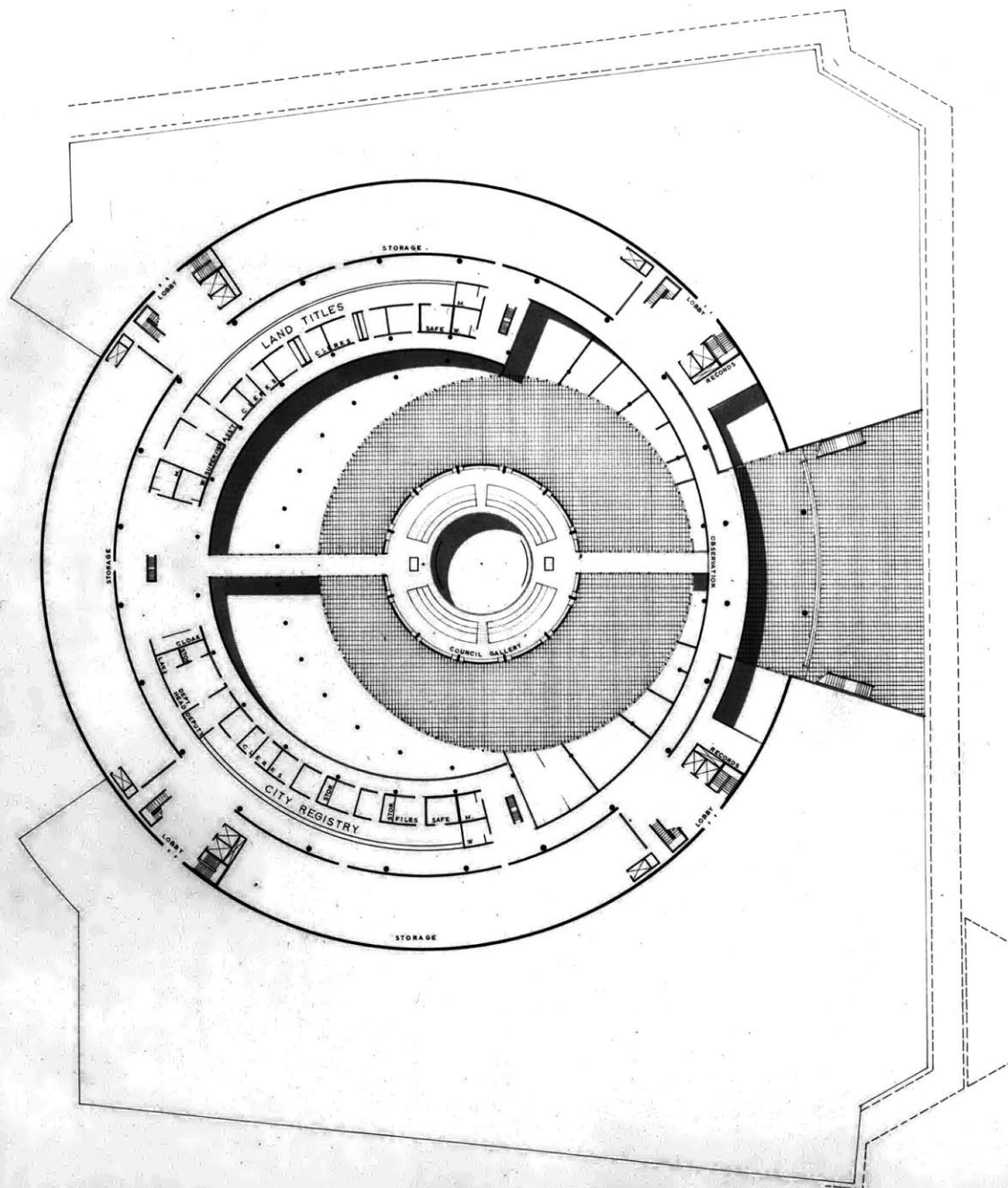
Congress Street

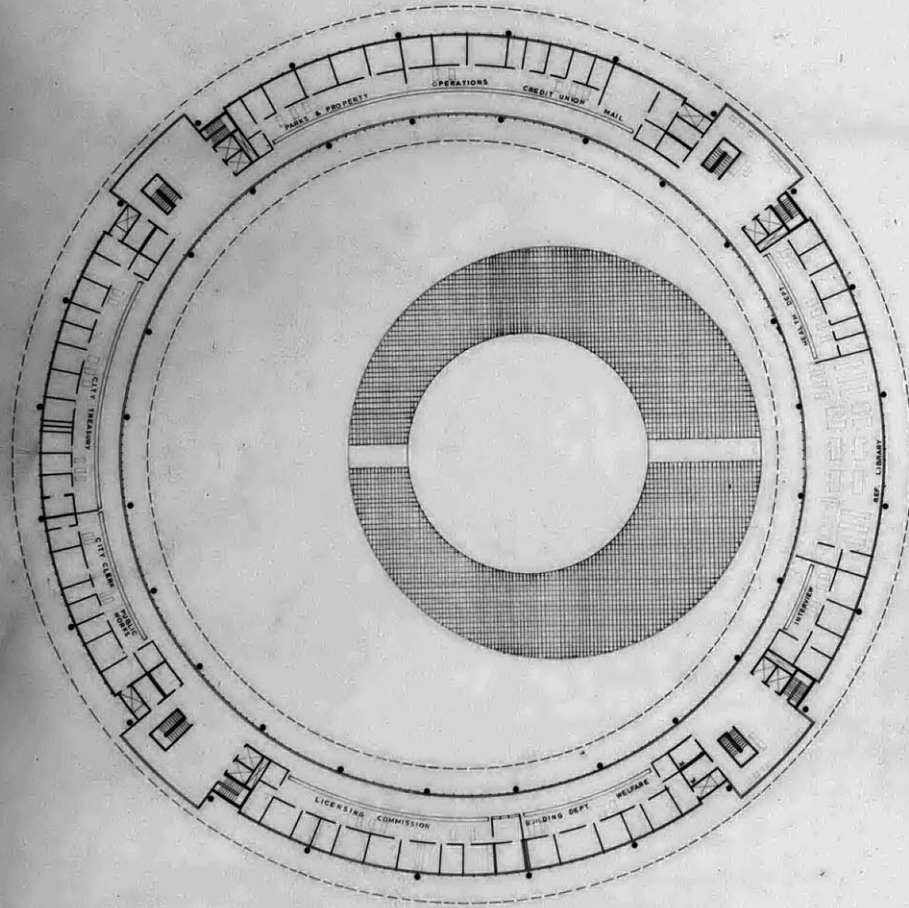
State Street

B SITE  
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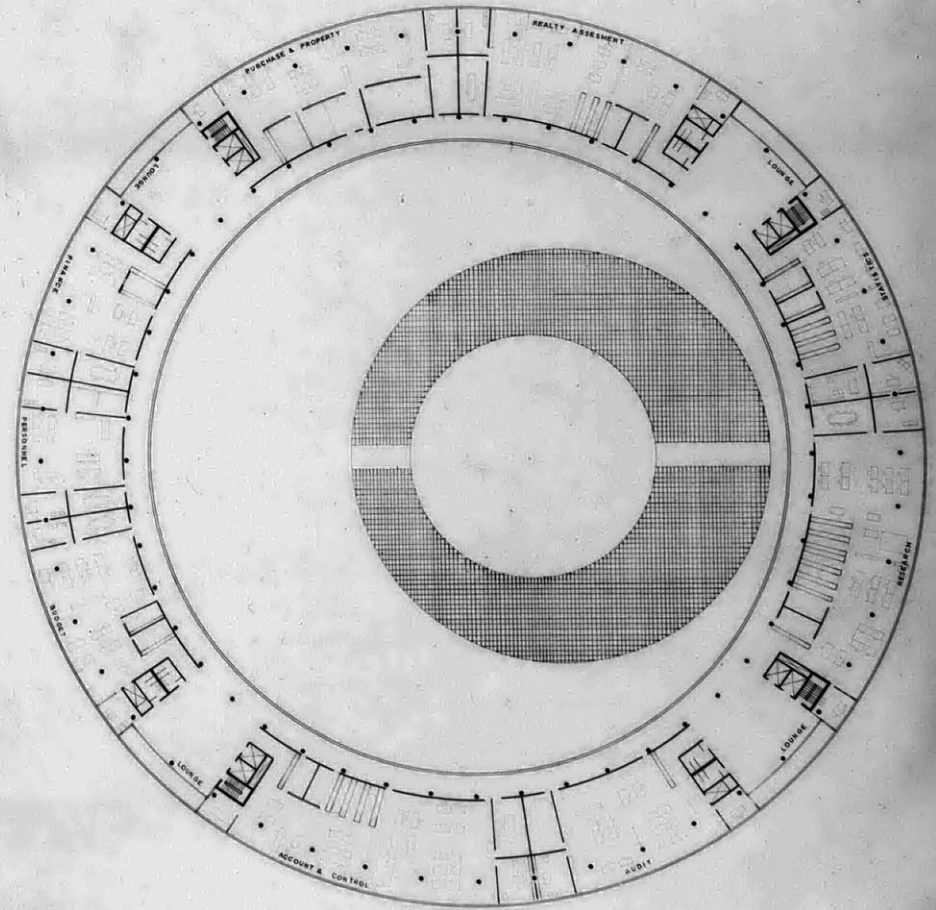




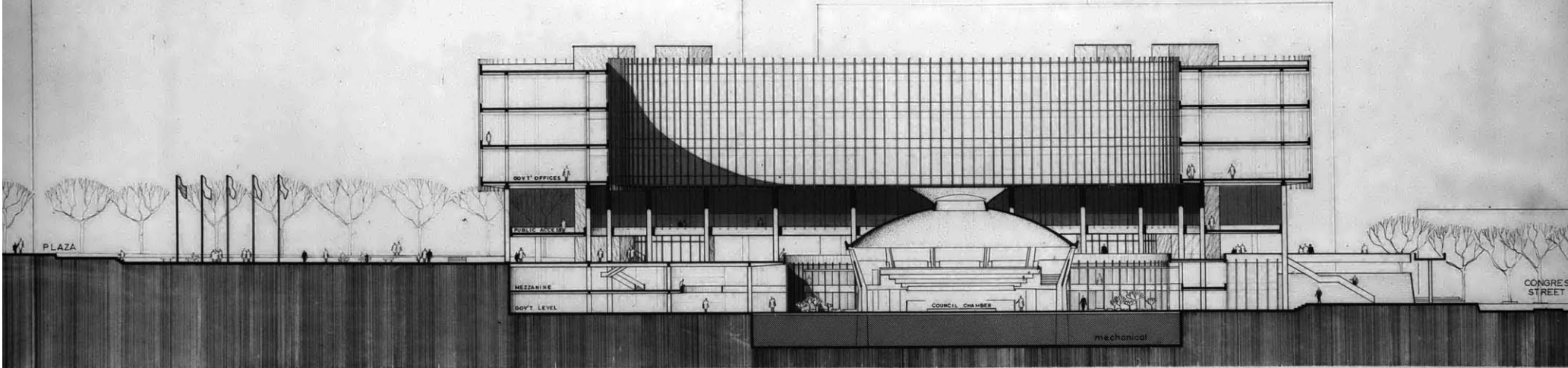




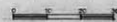
PUBLIC ACCESS



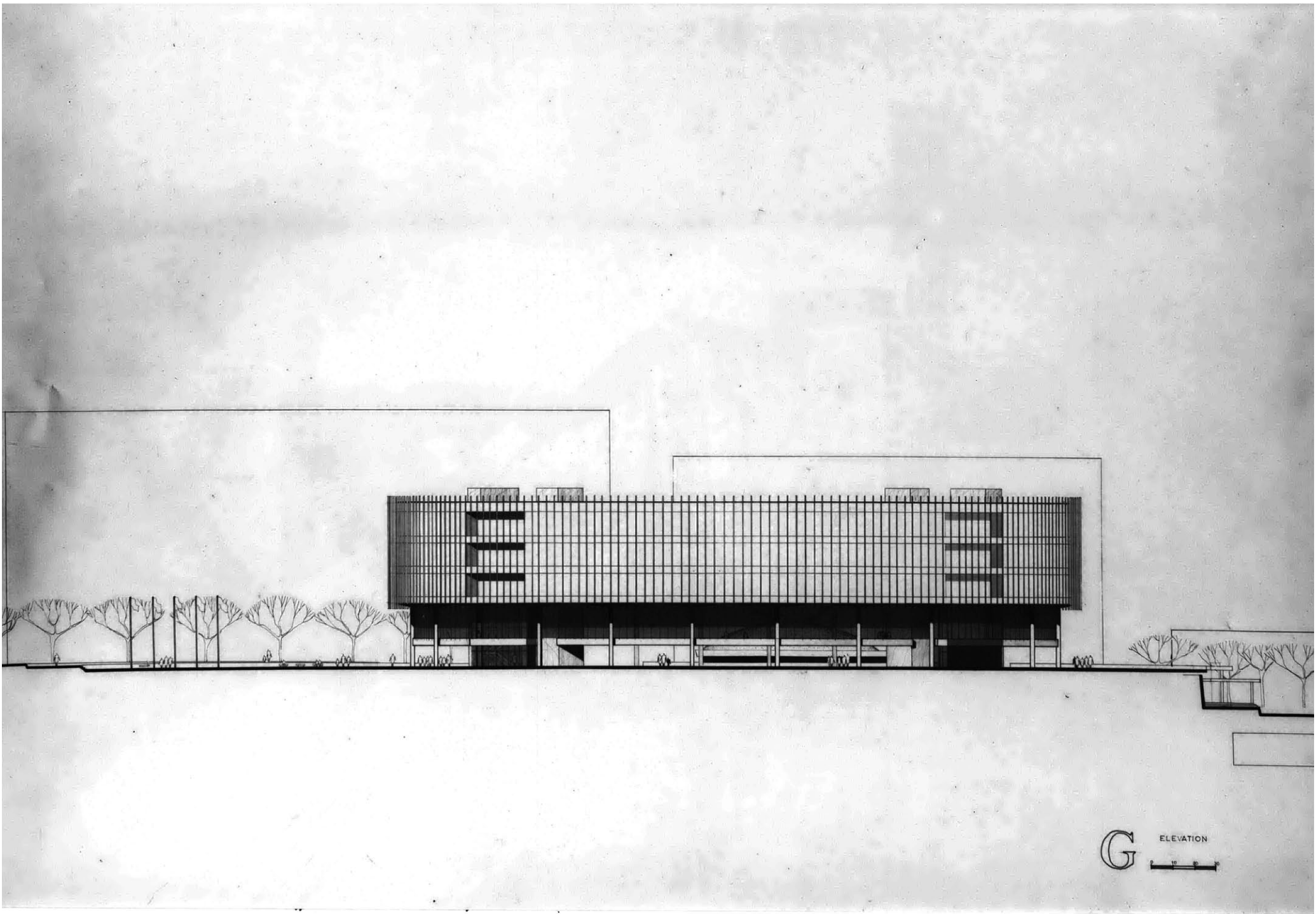
GOV'T OFFICES



F SECTION







G ELEVATION



